

Message Text

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ACTION EUR-25

INFO OCT-01 ADP-00 CIAE-00 PM-07 H-03 INR-10 L-03 NSAE-00

NSC-10 PA-03 RSC-01 PRS-01 SS-15 USIA-12 NEA-10

TRSE-00 SAJ-01 IO-13 OIC-04 AEC-11 OMB-01 ACDA-19

RSR-01 MBFR-03 /154 W

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FM USMISSION NATO

TO SECSTATE WASHDC 846

SECDEF WASHDC

INFO ALL NATO CAPITALS 3138

USNMR SHAPE

USCINCEUR

C O N F I D E N T I A L USNATO 3396

C O R R E C T E D C O P Y (TAGS INFO AND SUBJECT ADDED)

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: BELGIAN PAPER ON ALLIED CONSULTATIONS AND
PROCEDURES FOR NEGOTIATIONS.

REF: A) USNATO 3344; B) USNATO 3343; C) USNATO 3333

SUMMARY: BELGIAN PERMREP ON JULY 16 CIRCULATED SOMEWHAT MODIFIED
VERSION OF PAPER ON CONSULTATIONS AND PROCEDURES FOR NEGOTIATIONS
AFTER CONSULTATIONS WITH DUTCH, WHO TOLD US THEY HAD AGREED TO
CO-SPONSOR AFTER PAPER HAD BEEN "AMERICANIZED." AMONG OTHER
MODIFICATIONS, PAPER NOW MORE CLEARLY ACKNOWLEDGES NEED IN
NEGOTIATIONS FOR LESS FORMAL CONSULTATIONS OUTSIDE OF
PLENARY MEETINGS; SUGGESTS THAT COUNCIL SHOULD ORGANIZE ITSELF
TO ACT RAPIDLY ON GUIDANCE TO AHG; AND DROPS SUGGESTION FOR
EAST-WEST UNDERSTANDING THAT ANY FOUR PARTICIPANTS COULD CALL
FOR PLENARY, SUBSTITUTING FORMULA THAT PLENARY COULD BE CONVENED
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BY EITHER ALLIANCE OR BY A DIRECT PARTICIPANT. (BELGIANS WILL
PURSUE U.S. IDEA FOR INTRA-ALLIANCE UNDERSTANDING THAT ANY
FOUR FLANK ALLIES COULD ASK FOR A PLENARY, AS REPORTED REF A.)
BELGIAN COUNSELOR WILLOT INFORMS US THAT SEPARATE PAPER ON

SCOPE AND METHOD OF REDUCTIONS (REF B) HAS BEEN HELD UP
PENDING FURTHER BENELUX CONSULTATIONS AND WILL BE CIRCULATED
LATER. FOLLOWING IS INFORMAL MISSION TRANSLATION OF BELGIAN
PROCEDURES PAPER AS CIRCULATED, SUPERSEDING REF C. END SUMMARY

BEGIN TEXT OF COVER LETTER TO SECRETARY GENERAL FROM BELGIAN
AMBASSADOR DE STAERCKE:

BY AGREEMENT WITH MY COLLEAGUES FROM THE NETHERLANDS AND
LUXEMBOURG, I HAVE THE HONOR TO TRANSMIT TO YOU HERewith A
CONTRIBUTION OF THE THREE BENELUX COUNTRIES RELATIVE TO ALLIED
CONSULTATIONS AND PROCEDURES FOR MBFR NEGOTIATIONS, WITH A VIEW
TOWARDS THE ELABORATION OF AN ALLIED POSITION IN THIS
MATTER.

COPIES OF THIS LETTER AND THE ANNEX ARE BEING SENT SEPARATELY
TO OTHER MEMBERS OF THE COUNCIL.(COMPLIMENTARY CLOSE)
END TEXT OF COVER LETTER

BEGIN TEXT OF BENELUX PAPER

1. ON THE EVE OF EXPLORATORY MBFR TALKS, THE COUNCIL HAD,
ON NOVEMBER 22, 1973, ADOPTED A "COMPREHENSIVE CONSULTATIVE
PROGRAM" (PO/72/413 REVISED NOVEMBER 24) WHICH IN THE LIGHT OF
SUBSEQUENT EXPERIENCE PROVED TO BE ADEQUATE. THE LESSONS OF THE
VIENNA DISCUSSIONS SHOULD, HOWEVER, BE PUT TO GOOD USE TO PERFECT
THE ARRANGEMENTS FOR THE NEGOTIATIONS PROPER.

2. EXPERIENCE SHOWS IN PARTICULAR THAT THE RELATIVE
RESPONSIBILITIES OF THE COUNCIL AND THE AD HOC GROUP HAVE NOT
BEEN SUFFICIENTLY DELIMITED, AND THAT CERTAIN CLARIFICATIONS
ARE NECESSARY. ABOVE ALL, WE MUST SPECIFY WHICH IS THE SUPERVISORY
BODY AND DEFINE THE RESPONSIBILITIES OF THE ACTION GROUP ON THE
SPOT.

3. GIVEN THAT MBFR INVOLVES THE INTEGRATED FORCES OF THE
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ALLIANCE, THE COUNCIL SHOULD BE THE FORUM BOTH FOR PRESENTATION
OF GOVERNMENTAL INSTRUCTIONS DETERMINING GENERAL NEGOTIATING
POLICY AND ENSURING THAT PARTICULAR STEPS IN THE NEGOTIATION
CONFORM TO THIS GENERAL POLICY. THE COUNCIL IS THUS THE PERM-
ANENT SUPERVISORY POLICY BODY FOR THE ALLIANCE IN MBFR AND
THIS SHOULD BE CLEARLY ACCEPTED AT THE OUTSET. THE COUNCIL
WILL ORGANIZE ITS WORK IN SUCH A WAY AS TO BE ABLE TO MAKE
ITS VIEWS KNOWN RAPIDLY.

4. HOWEVER, WE ALSO NEED TO ENSURE SUFFICIENT FLEXIBILITY IN
THE NEGOTIATIONS SO AS NOT TO IMPEDE PROGRESS. STRATEGY IS THE
PROVINCE OF THE COUNCIL, WHILE TACTICS ARE THE RESPONSIBILITY
OF THE NEGOTIATORS ON THE SPOT -- WITHIN THE FRAMEWORK SET
BY THE COUNCIL AND REMAINING IN CLOSE TOUCH WITH THE COUNCIL

THROUGHOUT. IN CASES OF DISAGREEMENT WITHIN THE AD HOC GROUP, ALLIED SOLIDARITY REQUIRES THAT EVERY ATTEMPT BE MADE TO FIND A COMPROMISE SOLUTION AND IN THE MEANTIME THAT NEGOTIATIONS WITH THE OTHER SIDE BE SUSPENDED. IF THE AD HOC GROUP CANNOT RESOLVE THE PROBLEM, IT SHOULD BE REFERRED TO THE COUNCIL.

5. IT IS INCUMBENT ON THE COUNCIL TO ESTABLISH THE GENERAL FRAMEWORK OF THE NEGOTIATIONS AND TO ENSURE THAT ITS DIRECTIVES ARE FOLLOWED. REGULAR CONTACTS BETWEEN THE AD HOC GROUP AND THE COUNCIL, TOGETHER WITH A WEEKLY REVIEW BY THE COUNCIL OF THE AD HOC GROUP'S REPORTS, WILL HELP ATTAIN THIS OBJECTIVE.

6. FOR REASONS OF CONVENIENCE OF CONTINUITY, IT WOULD SEEM PREFERABLE FOR THE AD HOC GROUP TO BE CHAIRED BY THE SAME PERSON AT ALL TIMES, FOR EXAMPLE THE HEAD OF ONE OF THE DELEGATIONS, AS AGREED, OR THE LOCAL REPRESENTATIVE OF THE SECRETARY GENERAL.

7. NEGOTIATIONS WITH THE EASTERN COUNTRIES IS WITHIN THE COMPETENCE OF PLENARY MEETINGS, WHICH CONSTITUTE THE IDEAL FORUM WHERE ALL PARTICIPANTS CAN EXPRESS THEIR VIEWS.

A. FOR REASONS OF EFFECTIVENESS, PROCEDURES THAT ARE LESS FORMAL THAN PLENARY MEETINGS WILL ALSO BE USED. IN SUCH CASES, WORKING GROUPS MIGHT BE FORMED IN CONFORMITY WITH THE PROCEDURAL RULES WHICH HAVE ALREADY BEEN AGREED IN VIENNA.
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NORMALLY, THESE WORKING GROUPS WILL BE OPEN-ENDED, WITH EACH PARTICIPATING COUNTRY ABLE TO ATTEND OR NOT ACCORDING TO THE INTEREST WHICH IT ATTACHES TO THE QUESTION UNDER DISCUSSION. IT SHOULD HOWEVER BE THE EXCLUSIVE PREROGATIVE OF THE PLENARY MEETINGS TO ESTABLISH WORKING GROUPS AND THESE SHOULD BE RESPONSIBLE TO THE PLENARY.

B. IF THE ADHOC GROUP UNANIMOUSLY DEEMS IT NECESSARY TO EMPLOY EMISSARIES TO DISCUSS A PARTICULAR ISSUE, THE AD HOC GROUP MUST DECIDE ON THE NUMBER AND IDENTITY OF THE EMISSARIES, DEFINE THEIR MANDATE PRECISELY AND OVERSEE THE IMPLEMENTATION OF THAT MANDATE.

C. THESE ADDITIONAL POTENTIAL MODES OF NEGOTIATION (WORKING GROUPS AND EMISSARIES) WILL DRAW THEIR AUTHORITY FROM THE PRINCIPAL FORUM -- I.E., THE PLENARY MEETINGS.

D. IT WILL BE NECESSARY TO ADD TO THE PROCEDURAL RULES WORKED OUT IN VIENNA CERTAIN ARRANGEMENTS REGARDING THE CONVOCATION OF PLENARY MEETINGS. IT MIGHT BE AGREED, FOR EXAMPLE, THAT THE CHAIRMAN FOR THE NEXT PLENARY WOULD CONVENE A MEETING SHORTLY AFTER A REQUEST BY ONE OF THE TWO ALLIANCES OR BY A DIRECT PARTICIPANT.

END TEXT OF BENELUX PAPER
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